

**Analysis on Participating Populations  
In the SSI Dane County Managed Care Program  
7/30/04**

**Issues**

The question to be explored in the following analysis is: Which cohorts of the SSI population in Dane County should be included in the SSI Dane County Managed Care Program? Implicit in this question are the following issues:

1. Who should the program serve?
2. Who is the program prepared to serve?
3. How will the target population be identified, given the limitations of existing data?

**Background**

In the broadest sense, the Dane County Managed Care Program is proposed as a comprehensive, risk-based managed care plan offered to all Dane County SSI eligible adults on a voluntary basis. There are approximately 6,000 SSI eligible adults in Dane County. Partners involved in the initiative include Dane County Human Services Department, the Community Living Alliance, the Dane County Mental Health Center, and the State. The model incorporates county funded mental health services as part of a comprehensive array of services and supports for enrollees and over time, persons on home and community based waivers. This paper focuses on the model, with particular emphasis on defining specific SSI cohorts that may be included in the participating population.

**Definition of the Dane SSI Population**

The potential population to be served through the Dane County program will include Medicaid eligible adults and elderly persons, who may also have Medicare coverage, with physical, mental health and developmental disabilities. Of the nearly 6,000 SSI eligible adults in Dane, nearly half receive mental health services. Based on Medicaid claims data, the major presenting health conditions of the SSI population include: respiratory failure; paralysis; multiple sclerosis; and acute cerebrovascular disease. The mental health SSI population, including Blue Ribbon Commission 1 and 2 persons, present with the following conditions: affective disorders; schizophrenia and related disorders; anxiety, somatoform, dissociative, and personality disorders; substance-related mental disorders; alcohol-related mental disorders; other psychoses, and alcohol-related liver disease.

Other cohorts to consider for enrollment into the Dane County program include the consumers living in the community and needing a nursing home level of care, children and persons currently in waiver programs. Each cohort has specific risk and service utilization profiles. One available tool for identifying the populations is the CDPS (chronic disease payment system) indices. A breakout of demographics of a sample of SSI and SSI-related medical status groups is included in the second attachment labeled: "Dane County SSI and Related SFY 02 CDPS Data." This table breaks the sample out by gender, waiver status, age range and paid claims. It gives a snapshot of the population that might be covered under the new managed care program.

The iCARE program, in Milwaukee County, serves a population similar to the intended target population for SSI Managed Care Program in Dane County, except that iCARE does not serve persons receiving waiver services or persons receiving CSP services.

Specific medical status codes are used to categorize and track services for eligibility and billing purposes in the Medicaid system. Medical status codes also indicate whether the enrollee is receiving services in the community or in an institution. Managed care programs usually serve people in the community. If and when they are institutionalized, either the agency managing their care pays for it or they disenroll and revert back to fee-for-service Medicaid.

In addition to the SSI and SSI-related codes that are included in the iCARE Program, possible medical status codes that could be included in the Dane County program include:

- MAPP\*: M3** MAPP > 150%
- M4** MAPP, to 150%, no premium
- M5** MAPP, waivers, to 150% premium
- M6** MAPP, waivers, to 150% no premium

\*MAPP=Medical Assistance Purchase Plan

And

- Waiver: W2** CIP 2, no \$, cat ndy
- W3** SSI/Waiver, aged
- W4** SSI/Waiver, blind
- W5** SSI/Waiver, disabled
- WA** CIP IA, no \$, cat ndy
- WB** CIP IB, no \$, cat ndy
- WW** Cop Waiver, no \$, cat ndy

As indicated by the descriptions next to the above medical status codes, the codes categorize the population by eligibility status, not by diagnosis. Two other defining categories for the SSI population are utilized for rate setting and predictive modeling: CDPS (chronic disease payment system) indices and the Demographic Egg categories,

which incorporate CDPS factors, indicate whether the person utilizes mental health services and whether they are in a waiver program.

The directive to the Department's fiscal agent that specifies what data is needed from the SFY 2001, 2002 and 2003 SSI FFS population further defines the data by CDPS (chronic disease payment system) diagnosis-grouper output fields.<sup>1</sup> This data will be used to develop the stratification of capitation rates based on service utilization patterns.

The CDPS categories are implicit in the Demographic Egg model<sup>2</sup>. There are 8 subcategories in the "Egg", based on projected cost, whether mental health services are used and whether the populations are currently covered under waivers:

<b><u>Sub-Population</u></b>	<b><u>% of Total SSI Population</u></b>
<b>1. Low Cost/No MH/No Waiver</b>	<b>46%</b>
<b>2. High Cost/No MH/No Waiver</b>	<b>5%</b>
<b>3. Low Cost/MH/No Waiver</b>	<b>24%</b>
<b>4. Low Cost/No MH/Waiver</b>	<b>7%</b>
<b>5. High Cost/MH/No Waiver</b>	<b>11%</b>
<b>6. Low Cost/MH/Waiver</b>	<b>3%</b>
<b>7. High Cost/No MH/Waiver</b>	<b>2%</b>
<b>8. High Cost/MH/Waiver</b>	<b>2%</b>

## **Discussion:**

### ***1. Who should the Dane County SSI Managed Care Program serve?***

The following potential populations to be served through the Dane County Program are children and/or adults who are:

- Developmentally Disabled
- Physically Disabled
- Severely and Persistently Mentally Ill
- Persons Currently in Waiver Programs

Along with the issue of type of disability is also the issue of age. Specifically, the question of whether or not to serve/enroll persons aged 65 or older needs to be considered. Also, whether children should be served through the program needs to be decided.

Eighty-six percent of the total SSI Population is not currently enrolled in waiver programs. However, if the 14% of the SSI population currently served through waiver

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<sup>1</sup> See attached "Bureau of Managed Health Care Programs Data Request - MEDS DIRECTIVE"

<sup>2</sup> See attached "Demographic Egg" model, prepared by The Management Group, Incorporated, 2004.

programs are high cost, heavy service utilizers, they may benefit from a managed care program that integrates both primary and acute and waiver services under one organization.

Dane County, CLA and the Department, and many consumers and advocates argue that Community Support Services and other county Medicaid matched mental health services should be included in the managed care program benefit package. They suggest that persons receiving such services would benefit from the integration and coordination of these services along with the primary and acute care services.

The other populations mentioned above may also benefit from the SSI Managed Care Program. This leads us to the next question of who the Dane County Program is prepared to serve.

## ***2. Who is the Dane County Program prepared to serve?***

The three partners in the program (Dane County Human Services, Community Living Alliance and the Mental Health Center of Dane County) presently specialize in serving the following populations:

- Dane County Human Services--Court-Ordered Services, County Funded Mental Health Services, and Services for Persons Who Do Not Qualify for Medicaid, Children, Adults and Elderly Populations.
- Community Living Alliance--Adult, Disabled (MH, DD, Physically Disabled) Population (persons in need of nursing home level of care)
- Mental Health Center of Dane County--Adult, Elderly and Children's Mental Health and Developmentally Disabled Populations.

Since children require a specialized provider network and unique, age-appropriate services and given that CLA does not have a prior history and expertise in working with children, it may be prudent to not include persons under 18 years of age in this initiative. Further, children with severe emotional disturbances are currently served through Children Come First (CCF) of Dane County.

Institutionalized elderly requiring nursing home level of care appear to be another population that possibly should be excluded from the Dane County SSI Managed Care Program. Since this program is designed to deliver primary, acute and behavioral health services, including elderly persons, requiring nursing home level of care would imply that long-term care services would have to be provided in order to meet all the needs that this population would present.

All other SSI cohorts mentioned above should be served through the new managed care structure, as the three partners involved are already serving many of these consumers.

In summary, it appears that the populations that could be served through the Dane County SSI Managed Care Program include adults over the age of 18 with a:

- Developmental Disability
- Physical Disability
- Major Mental Illness
- Participating in Home and Community-Based Waiver Programs (at a future date)

***How will the target population be identified, given the limitations of existing data?***

A major problem with identifying the population is that Medicaid data is based on medical status codes which change over a time period, and Medicare status which also changes for a subset of people during the period. Also, a subset of people change age groups during the same period. Even when these factors are broadly described (e.g., Medical Status Code 21 versus Other enrollable Medical status codes; MA only versus Dual Eligible; Age Groups), the changes make it difficult to construct queries, especially the links between tables in ACCESS, to avoid having duplicate counts for an individual.

For the Dane County initiative, this is especially complicated, as the relevant population is not as defined as for the Milwaukee County programs since the data cannot preemptively exclude the Waiver and MAPP persons.